National Wilderness Parks in Northern Canada-Emerging Management Issues A Case Study of the Northern Yukon

Thesis proposal by Lou Zivot

Fall 1978

University of Alberta

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Background for Study

This project grew out of the Second National Workshop on People, Resources, and the Environment North of 60° held in Edmonton on 20-22 of February 1978. This conference was sponsored by the Canadian Arctic Resources Committee (CARC). CARC is a public interest group interested in a balanced approach to northern development, and is a major financial contributor to this research.

The northern workshop recognized the need for the development of a system of conservation lands in the north, and it was suggested that a non government agency such as CARC be involved in the planning stages of northern conservation areas.

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Problem Statement

In February of 1978 Mr. Hugh Faulkner, Minister of Indian and Northern Affairs anncunced that Parks Canada was to begin a period of consultation regarding the selection of five areas for national wilderness parks. These areas are located at Bathhurst Inlet, at Wager Bay, on Banks Island, on Ellesmere Island and in the Northern Yukon

> "These areas in the far north are the last frontier; relatively inaccessible from southen Canada and virtually untouched by industrial man. They contain vast and delicate ecosystems which, because of the harsh climate, are slow to recover if they are altered. At the same time, these areas are part of the northern homeland of native peoples who have traditionally depended on the land and its resources for their survival. Their culture reflects this fundamental relationship and lands which have been traditionally used by native people are the subject of unresolved native land claims. Because of these distinctive factors if the areas are to be appropriately protectd within the national parks system, they must be planned and managed in a way which reflects these special circumstances. Furthermore an appropriate balance must be maintained between the rights of the public to understand and enjoy Canada's natural heritage, the rights of local people to continue traditional subsistence uses and the requirement to protect the wilderness of the area" (Parks Canada Draft Policy Statement on National Wilderness Parks, February 1978).

National Wilderness Parks are thus a new concept in the Canadian parks and conservation system, and as such present a new set of management concerns. Their size, location and demands for use will require the development of unprecedented management regimes and techniques . These techniques must insure the viability of the natural features while ensuring perpetual opportunities for native, recreational, and research uses.

Statement of Objectives

The general purpose of this study is to test a management by objectives(MBO) framework for the management of northern wilderness areas.

A case study approach will be employed. On July 6, 1978 the Minister of Indian and Northern Affairs, Mr. Hugh Faulkner used the Territorial Lands Act to withdraw from futher disposition all Yukon land north of the Porcupine and Bell Rivers (38,000 km²) in part for the creation of Canada's first "National Wilderness Park" (News Release Dept. Indian and Northern Affairs, Parks Canada July, 6 1978).

The following objectives will be specifically addressed through the Northern Yukon case. They are:

1. Identify management issues and options in the study area from the perspective of three user groups; native people, recreationists and researchers.
2. Suggest means for the potential integration of these three user groups(i.e. resolve conflicts)
3. Use the information gathered from objectives 1 and 2 to employ a management by objectives framework, develop a set of criteria to evaluate the approach, and to test its applicability to the case and other wilderness parks.

Research Plan

Management issues in this case can be classified in three major categories the third of which is the emphasis of this

study. They include management issues that; (1) are of a resource nature, (2) are of an administrative nature and (3) arise from use; native, recreational, and research. Information will be sought on each of these user groups using a variety of research tools

Study Populations

Population 1. This population includes those native people with land claims in the Northern Yukon; Innuit people represented by the Committee for the Original Peoples Entitlement (COPE), and the people of the village of Old Crow (Kutchin Indians) represented by the Council for Yukon Indians.

Population 2. This population consists of all recreationists who used the Alaskan Arctic National Wildlife Range during 1975 (adjacent to Northern Yukon).

Population 3. This population includes all researchers and resource personel who have worked or are working in the Northern Yukon or involved with related resource fields.

Constraints on Populations

Population 1. These native people have been subjected to numerous questionnaires and hearings; the obtrusiveness of the data gathering techniques and the dispersed nature of this population will restrict direct contact with members of the population. However, often representatives of the native organizations are publicly available (conferences, lectures); during these occasions an effort will be made to interview these people.

Population 2. Ideally recreationists in the Northern Yukon would make up this population, but there is of yet no definable recreation user population for the area. An adjacent physiographically similar area in Alaska is being substitued. This population was surveyed by questionnaire in 1975 and has not as yet been analysed. It is estimated that 85% of the population is represented (Renewable Resources Consulting as presented in Childers 1977).

Population 3. This population is very dispersed and difficult to define. Because of limitations of time and resources all members of this population will not be included will not be included.

Data Requirements

Population 1. For this population it will be necessary to;

1. estimate the extent and impact of native use
2. determine attitudes towards other uses of traditional lands
3. explore ways and means of involving natives in management.

Population 2. For this population the research will attempt to determine the reactions of recreationists to specific management options in an arctic wilderness area, eg. trail development, shelter instalation, landing strips.

Population 3. Research will be aimed at identifying;

1. specific management problems,
2. various management options
3. research requirements

Data Collection

1. Field trip to Northern Yukon(June-July 1978)

A field trip to the study area will be necessary for two main purposes; (1) to view first hand the terrain so as to gain some insight as to its limitations(a total of 10 days will be spent in the area assessing recreational potential, management possibilities,and requirements); (2) to visit two northern communities, Inuvik and Whitehorse (headquarters for COPE and CYI respectively) to consult with native groups, civil servants employed by the territorial and federal governments, and other resource people (one week will be spent in Inuvik, two weeks in Whitehorse).

2. Open -ended, Non-structured Interviews

Open-ended , non-structured, personally conducted interviews have been chosen as a method because of the diversity of the population members, and the range of the topics. These interviews will be conducted in Inuvik, Whitehorse, Edmonton, Calgary, Vancouver, and by letter, with resource personel in a wide variety of resource areas (eg. wildlife, archaeology, mineral industries, planning bodies) and representatives of native groups. Questions focus on gleaning resource information and management ideas germane to the Northern Yukon.

3. Literature Review

A major portion of the data will be sought in the pertinant literature. The Northern Yukon has been examined rather extensively by pipeline studies, the International Biological Programme, Environment Canada, Territorial Parks, and many other agencies. The native groups have published several documents as preludes to their land claims, from which attitudes, needs and wants can be identified. The basis for good management lies in an extensive knowledge of the resource base; the literature will also provide information for the formulation of an intensive resource inventory. A few of the potential literature sources are listed below;

- biophysical surveys
- environmental impact assessments
- non-renewable resource potential assessments
- commissions, task forces
- information frcm other parks and reserves eg. master plans, use plans
- general wildland management literature eg. papers by Lucas, Hendee, Stankey
- outdoor recreation surveys in the Yukon
- international conferences,agreements
- subsistence studies
- ethnographic literature
- historical records
- land Claims, Alaska, Australia, Canada

4. Questionnaire

As previously stated a questionnaire administered to Arctic National Wildlife Range (ANWR) users in 1975 will be analysed to determine user reaction to a number of management options. Analysis of the data will involve bivariate analysis and cross tabulations.

Objective II Relationships of User Groups; Native use, Recreation, Research

Three main uses will occur in wilderness parks; native subsistence, public recreation, and research. The potential for integration of these users will depend upon the degree of commonality in their objectives, and the intensity of use. It will be important to examine the range of possible interactions to help determine management procedures. A model illustrating these relationships will be constructed from information provided in Part I of the research. This model will be based on a biocentric approach to wilderness management, as opposed to an anthropocentric approach (Spurr 1966, Hendee and Stankey 1973). The biocentric view, as appropriate to National Wilderness Parks emphasizes, "the natural integrity of wilderness ecosystems, at the expense of recreational and other human use, if the two conflict" The anthropocentric view, that predominates in national parks "says the primary objective of wilderness management is to enhance man's use of it. Maintaining the integrity of the natural

environment, although important is secondary to maximizing man's opportunities for recreation, and other activities in a primitive setting" (Hendee and Stankey 1973).

A preliminary model is presented in Figure 1, it is based on the premise that subsistence, recreation and research could; (1) coexist with little regard for each other user, if use by each group was of a level low enough to prevent interaction and conflicts; (2) conflict when the intensity or type of one use affects the quality of another use; or (3) form a symbiotic relationship through the setting of common goals that will minimize conflicts between uses, ultimately creating a situation where each use compliments or enhances each other use (Budowski 1977).

Objective III Management by Objectives Framework

One approach to management is that called management by objectives. This method was first popularized in the business world by Peter Drucker (1954), and later by McGregor (1960), Odiorne (1965), and Humble (1967). Recently it has been adapted to land management (Putney 1977, Hendee and Kock 1978) and is being used by the United States Forest Service for managing some Wilderness Areas (Glacier Peak 1976, Anaconda-Pintlar 1977, Mission Mountain 1978). Its basic ideas may be best summarized by Putney (1977)

> "Efficient management and utilization of wildland resources can be enhanced considerably when clear specific objectives are identified. This derives from the fact that although wildlands can produce an array of

products and services, not all of these can be produced on the same area at the same time. Consequently the maximization of any product or service or combinations therof requires that objectives be clear and that management be designed to produce the desired results by the most efficient means possible. This concept is often referred to as management by objectives."

According to Mali (1972) MBO involves four basic ingredients; (1) objectives, (2) time strategy, (3) total management, and (4) individual motivation.

Objectives

Objectives are the ends towards which the manager works. For example;

Recreation Objective:

"To provide opportunity for primitive recreation featuring naturalness of the wilderness environment, solitude, physical and mental challenge, and inspiration consistent with preservation of the wilderness resource" (Anaconda Wilderness Plan 1977).

Time Strategy

There is usually a timetable for co-ordinating the activities of individual managers. It allows one to evaluate achievements in relation to time.

Total Management

This refers to a formalized effort to co-ordinate management in all areas toward a common goal. This involves the elimination of conflicts by working towards a symbiosis of efforts.

Individual Motivation

Individual managers or groups take part in the setting of

objectives, this individual involvement tends to generate a desire and willingness to work towards the formulated objectives.

Using the above four ingredients as guidelines, the information from objectives I and II will be synthesized to fit a MBO framework . Objectives will be formulated for specific areas of management dealing with native, recreational and research uses. The management of the Porcupine Caribou Herd will be used as a case in point for the Northern Yukon as the herd is one of the primary concerns,and reasons for the establishment of the wilderness area, and will be "used" by each of the three user groups.

Evaluation of MBO for Wilderness Parks

The management by objectives method is a relatively new approach to land management and one that has been little addressed in Canada. This portion of the study will attempt to evaluate its effectiveness as a management method by examining its ability to satisfy specific criteria deemed essential to the protection of wilderness and its values. The term wilderness refers in this context to ecological or biocentric wilderness as described previously. A set of criteria will be developed by;

1. Considering the nature of the land and its sensitivities,
2. examining specific biological principles important for renewable resource management,
3. examining the needs and requirements of each user group and their potential impacts on the wilderness resources,

4. examining management practices and objectives in other managed wilderness areas,
5. from the examination of the information gathered from interviews with resource experts (i.e. pertaining to the management of specific resources)

IV Assumptions, Delimitations, Definitions

Assumptions

For the purposes of this study it is assumed that the data collecting techniques are not limiting factors, and that enough information can be derived by the described methods to permit an objective analysis of the management issues and the management by objectives framework.

Delimitations

Delimitations are those constraints directly imposed by the researcher. For this study the ultimate goal is to develop a management method that could be applied to other wilderness parks. However, in each area individual issues will need to be considered, it is beyond the scope of this research to discuss specific issues not pertaining to the case study; the Northern Yukon.

Definitions

The word wilderness has many connotations, and for native people in particular the concept may be meaningless. In this study wilderness is assumed to mean the land in its present "inviolate" state, however, this definition does recognize all the dynamic natural processes.

It is also necessary to clarify native use. In this study it refers to subsistence hunting and gathering activities, which includes economic, social and cultural aspects.

Recreation in this case is restricted to low density or extensive modes of recreation, that is those activities that are not facility dependent per.se., it includes such activities as canoeing, backpacking, and nature viewing.

Research includes both scientific investigation that is problem oriented and management oriented.

V Schedule and Study Expenses

Schedule

February -April 1978 -gathering of resource information and literature review

June-July 1978 -Field work; visit to study area, interviews in Inuvik and Whitehorse

August 1978-February 1979 -completion of literature review,and interviews

February -March 1979 - analysis of questionnaire

April 1979 -completion of thesis

Expenses

To date Carc has supported the research, the remaining portion will be funded by a Graduate Research Assistantship from the University of Alberta

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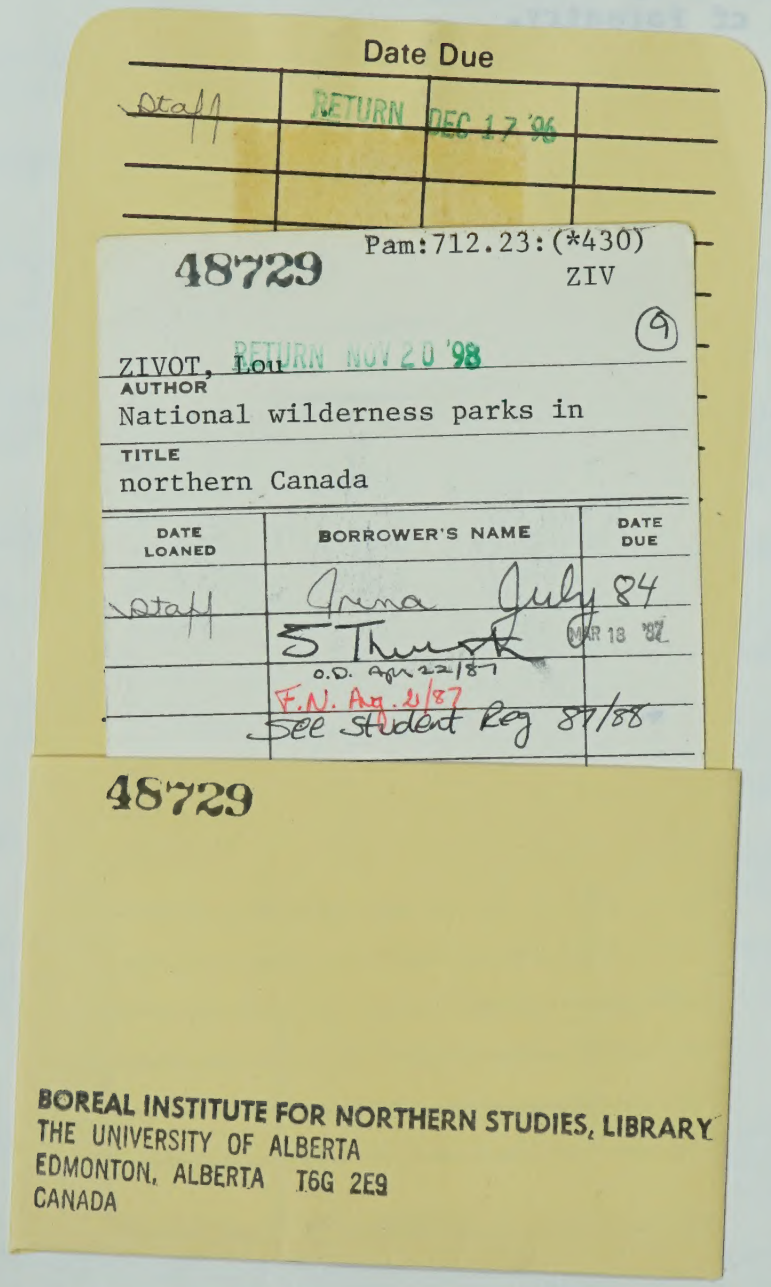

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